

## APPENDIX B

### Siuslaw Access and Travel Management Guide

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*Editor's Note:*

Appendix 1 (ATM road network) from the 1994 Siuslaw ATM Guide is not included in this document. Updated Tables and Maps of the Key Forest Roads (formerly ATM roads) can be found in Appendix C.

## I. INTRODUCTION

The Siuslaw National Forest has about 2,400 miles of roadway, 117 miles of trail, and approximately 700 miles of state and county roads within its boundaries. Cars, trucks, motorcycles, horses, bicycles, wheelchairs, pedestrian, and other modes of transportation traverse these many roads and trails for recreation, resource management projects, and private property use. This variety of uses and demands makes management of the Forest transportation system a complex task. The Forest must provide many different recreational experiences and management opportunities, and at the same time protect resources, minimize safety hazards, and reduce user conflicts. **Access and travel management is a public, interagency, and interdisciplinary process that accomplishes Management Area direction as stated in the Siuslaw National Forest Land and Resource Management Plan (Siuslaw Forest Plan).**

The purpose of the Siuslaw National Forest Access and Travel Management (A& TM) Guide is to provide clear and consistent direction throughout the Forest for road and trail management decisions. It promotes both safe access for travelers and protection for natural resources.

Historically, the Siuslaw National Forest emphasized timber management. A large road system resulted to gain access to timber and other Forest resources. Timber sale revenue paid for the majority of past road construction and road maintenance. Today, however, timber harvest on the Forest is declining with the shift toward ecosystem management. The Siuslaw National Forest is committed to ecosystem management, which considers the role, importance, and interdependency of all resources, including people. The A&TM Guide reflects this commitment and the philosophy that the Forest and its travel corridors are open unless designated otherwise. However, this change in forest management has seriously reduced the Forest's operating budgets and ability to maintain an extensive road system. Therefore, some roads will be removed from the system, others closed until future access is needed, and many others kept at lowest possible maintenance levels.

The A&TM Guide presents an orderly and integrated method of dealing with this situation. The A&TM Guide provides the vision, goals, objectives, criteria, and guidelines for managing access within the Forest during the next 5 to 10 years. The Guide is responsive to public concerns and resource management needs, and concurs with current policies and direction, including the Siuslaw Forest Plan and the President's Forest Plan.

The A&TM Guide does not address off-road vehicle (ORV) use on the Oregon Dunes National Recreation Area. That subject is dealt with in the Environmental Impact Statement to the Oregon Dunes National Recreation Area Management Plan. ORV use is also identified in another guide for Sand Lake, Hebo Ranger District.

## II. VISION

The Siuslaw National Forest envisions a less extensive road system and an expanded trails network. This system will allow travel across the Forest and provide reasonable access to major points of interest and resource management areas. To achieve such a system and meet management objectives, the Forest identified a “primary” and “secondary” roads network with additional trail access opportunities.

The **primary** system of roads will handle the majority of Forest visitor and other travel needs. These roads will be identified in the Forest Visitors Map as the best travel routes. Clear directional and informational signing along roads will also identify them. Roadside recreation, trailheads-and view points will be featured along these roads.

**Secondary** roads complete a network of vital inter-forest connections. They lead recreationists, resource managers, permittees, land owners, and emergency services along direct routes into and across all areas of the Forest by connecting with short roads to trailheads, project sites, special use areas, development sites or private lands.

Two levels of roads, low clearance and high clearance, make up the secondary road system. Passenger cars will be able to easily travel over low clearance roads, whereas vehicles like trucks will be recommended for high clearance roads, especially during rainy periods.

### Access & Travel Future Conditions – “Snapshot 2000”

- The road network most traveled is the **primary** system with **secondary** connections to recreation sites and special use areas. All travelers are able to view a diversity of landscapes throughout the forest, and all recreation areas containing developed sites are accessed by these roads.
- Directional signing and maps are effective in guiding Forest- visitors along the **primary** system and **secondary** roads. The best Forest entry and exit points are clearly signed.
- Routes encouraging travel allow all people, including those with disabilities, to enjoy activities such as hunting, fishing, camping, hiking trails, visiting viewpoints and sight-seeing.
- Roads that pose a hazard to riparian areas have been eliminated and restored to vegetation production.
- Some roads within riparian areas or along scenic routes have been converted to trails.
- In the absence of further maintenance, almost all former timber access spurs are closed with travelways cross-ditched and bermed to effectively disperse water runoff. A preference for camping on certain landings will keep only a few short roads open by regular use from hunters and campers.

- Considerably less roads are open to highway vehicle travel, reflecting a new era in forest management and recreation demands.
- Areas not scheduled for timber harvest and riparian reserve areas have few open roads remaining. Some obliterated roads have become part of trail systems. Areas outside of riparian reserves maintain a higher density of roads. Timber management areas maintain the majority of local roads in a continual state of flux from closed to open, in managing for intermittent project access.
- Some former roadbeds are being managed in forage for big game in areas that show good capability and desirability for habitat.
- Secondary roads maintained for high clearance vehicles appear narrow and well worn. Some of these have shallow drain dips constructed to disperse water off road in locations adjacent to sites prone to collect and erode in the event of storms. Entrances to these roads warn of rough road conditions. Passenger cars are still capable of using most of these secondary roads in fair weather, by traveling slow and avoiding obstacles that have fallen within the travelway.
- Entrances to other roads stemming from primary and secondary routes have devices, such as dips and berms that allow travelers to determine whether or not they want to drive the road. Where possible, entrance or closure devices are set far enough in so that they allow travelers room to turn around or park off road and explore. Vegetation will naturally close many of these entrances.
- A number of old trails have been extended as roads that once accessed them were converted to be part of the trail. A few trail networks tie former roads into loop experiences and provide cultural and historic interpretation.
- The Corvallis-To-The-Sea Trail has gained both Regional and National recognition in providing a variety of recreation experiences for people on foot, horseback, and bicycle. People will experience rural to semi-primitive settings as they travel the trail. Trail networks show a high variety of uses including overnight and day trips.
- • Special forest products operations, such as gathering greenery, are using innovative methods for transporting products over trails and closed roads. When needed, these operators help maintain roads and trails that would otherwise not be suitably accessible for their purposes.

### **III. DIRECTION AND POLICY**

#### **Authority**

A number of Federal laws give the Forest Service the authority to develop and manage an integrated road and trail system:

- The U.S. Code of Federal Regulations (CFR) contains traffic management and traffic engineering regulations for National Forest roads. Through the CFR, the Forest Supervisor has the authority to implement traffic rules and issue Federal

Orders that close or restrict National Forest road and trail use. (Refer to the Forest's "Road Rules".)

- The Siuslaw Forest Plan contains general direction for A&TM.
- Forest Service Manuals and Handbooks address transportation planning, operation, and maintenance.
- Executive order 11989 requires each National Forest to look for off-road vehicle use opportunities. These opportunities must be compatible with all resources, provide safety for all users, and produce minimal conflicts among various user groups.
- The Forest Service and Federal Highway Administration have agreed that Highway Safety Act standards apply only to roads normally maintained for the standard passenger car. Although state, highway and county roads are found within the Siuslaw, the Forest Service has jurisdiction only over national forest roads.

## Policy

The A&TM Vision for the Siuslaw National Forest is based on the following policies and responsibilities, taken from the Forest Service Manual:

- 7730-94-1

“National Forest Lands belong to the people. They have the right to access and use these lands. They must be involved in the development of the travel management policies that consider the development, maintenance, and protection of all Forest resources ... They want to know how and where they can travel. They, too, care for the land and will understand the reasons for managed access.”
- 7705

“Forest development roads are not public roads...[and]...are not intended to meet the transportation needs of the public at large. Instead, they are authorized only for the administration and utilization of national forest system lands. Although generally open and available for public use, that use is at the discretion of the Secretary of Agriculture.”
- 7731.1

“Restrictions of access and travel should be the minimum necessary to achieve approved management objectives... and user safety, environmental considerations and economics.” Roads will be “operated and maintained... in a manner to provide cost effective support of resource management direction and safe travel for users of the system while protecting the environment, adjacent resources, and the public investment.”
- • 7731.13

“The Forest Service cannot deny reasonable access over existing roads to any person desiring to reach their private land...Roads may be closed to general use; however,...The property owner must be liable for any maintenance and damage to closed roads as a result of such use.”

## **IV GOALS AND OBJECTIVES**

### **A. Public Involvement**

The Siuslaw National Forest recognizes that many people use the Forest road system. These people include recreationists, contractors, permittees, private landowners, special interest groups, public utilities, local communities, other agencies (local, state and federal), and Forest Service employees. These people have specific interests in various levels of road access and maintenance.

While A&TM planning must be responsive to public concerns, it must also be consistent with current policies and budgets, Memoranda of Understanding, Forest Service Manual direction, and Siuslaw Forest Plan direction.

#### **Goal**

Consistently involve a wide range of publics throughout A&TM Guide development, from scoping to decision making.

#### Objectives

- Develop an awareness, both internally and externally, that the Siuslaw National Forest is modifying how it manages its road system, and that current funding and ecological concerns will help determine maintenance levels.
- Develop and distribute appropriate and understandable informational materials so that a common understanding exists between publics and Forest Service managers on current management policies, legal and policy guidelines, funding constraints, management options, A&TM objectives, proposed policies, and implementation programs.
- Clearly explain to publics how and when they can help define the issues and alternatives, as well as how to keep informed of these.
- Explain the basis of decisions.
- Provide means for publics to participate in and respond to changes in road and trail management decisions.

### **B. Resource Management**

Paramount to A&TM is the protection of the Forest's basic resources of soil, water, fish, wildlife, and vegetation. The Forest road and trail system affects these resources and people desiring to enjoy them. Access into prime habitat areas can increase the vulnerability of animals and cause a re-distribution into less desirable areas. These same travelways also provide access for recreation and resource management projects. Human access into remote areas can disturb wildlife and sensitive plants. An A&TM strategy must consider the needs of both resources and people.

## **Fish and Watershed**

### Goal

Maintain or improve fish habitat in watersheds.

### Objectives

- The Siuslaw National Forest Watershed and Anadromous Fish Strategic Plan along with subject watershed analysis recommendations should help determine road management decisions.
- Give priority to key watersheds in relatively good health, as identified in the Strategic Plan, for road reconstruction, maintenance, or obliteration projects.
- Use a Forest landslide risk assessment and surface erosion module to help prioritize roads in key watersheds for restoration and obliteration.
- Consider reconstructing or obliterating roads, depending on vehicle access and travel needs, with the greatest potential for resource damage.
- Where roads are identified for obliteration, consider obliteration techniques that expedite recovery of degraded watersheds and minimize sedimentation.
- Consider road closure if intermittent use and subsequent maintenance are a detriment to a healthy watershed. Consider road obliteration when "stabilization" techniques on closed roads are not adequate and other access means can be achieved.

## **Wildlife**

### Goal

Consider wildlife habitat capability and the amount and type of recreation associated with wildlife in all road management decisions.

### Objectives

- Consider Federally-listed threatened and endangered, or regionally-listed sensitive species and their habitats in road management decisions.
- Use road management strategies to enhance opportunities in wildlife viewing and hunting by providing a diversity of access means and recreation experiences.
- Protect threatened and endangered anadromous fish stocks by significantly reducing sedimentation and landslide hazards from roads in key watersheds.

- Where roads are to be obliterated, consider forage seeding of these in high elk capability areas.

## **Vegetation**

### Goal

Determine access to current or planned vegetation management projects in the A&TM planning process prior to road closure or obliteration.

### Objectives

- Consider alternate means to managed stands for silvicultural treatments as roads are closed or obliterated.
- Consider fire suppression access needs of adjacent public and private lands in road access decisions.
- Coordinate with adjacent fire districts and landowners on changes in road access.

## **C. Recreation**

The Siuslaw National Forest has an abundance of recreation opportunities in the interior Coast Range and along the Oregon Coast. Public demand for recreation appears to be growing as populations increase in the Pacific Northwest. The existing Forest transportation system provides access to a variety of dispersed and developed recreation facilities and areas, trails and trailheads, scenic landscapes, and special areas, including wilderness. Therefore, as the current transportation system changes, the important role that recreation plays on the Forest must be fully considered.

### Goal

Emphasize the recreation objectives outlined in the Forest Plan, particularly those objectives which provide forest access from the urban Willamette Valley, and promote recreation opportunities linking the coast with inland forest.

### Objectives

- Maintain a recreational transportation system that provides access to various recreation opportunities in the Oregon Coast Range and along the coast.
- Give maintenance and enhancement priority to roads that access existing developed and dispersed recreation sites and areas, and keep these roads as part of the primary or secondary road system.
- Maintain some roads that provide dispersed recreation opportunities for auto touring, hunting, fishing, and camping, within expected outputs.

- Retain as part of the secondary road system those roads that provide access to proposed recreation developments or potential recreation sites, heritage resources, or attractive scenic features.
- Link the recreation transportation system to the county, state and federal road systems which provide opportunities for inland forest and coastal recreation.
- • Maintain the recreation transportation system to meet the changing recreational demands of the Oregon Coast and Coast Range as reflected in the Forests Capital Investment Program and public input, including equestrian travel, mountain biking, and off-road vehicle use.

### Goal

Provide a recreational road system that is sensitive to existing proposed facilities and areas, heritage resources, special management areas, and wilderness values.

### Objectives

- Identify level of maintenance for roads that matches and promotes the designated Recreation Opportunity Spectrum (ROS) experience for that Forest Management Area.
- Consider the historical (National Register of Historic Places) value of a road or road system during watershed and project level analysis.
- Consider on-site interpretation of roads with historic value as part of interpretive auto-tours or trail systems.
- Maintain roads with scenic corridors and outstanding landscape features, and formally consider designating them as part of a "Discovery Route" or "Scenic Byway."
- Maintain roads provide access to Special Areas and historical sites.

### Goal

Provide a diversity of trail recreation opportunities so people may experience a variety of environments and non-motorized travel and provide the greatest variety of Recreation Opportunity Spectrum (ROS) classes throughout the Forest.

### Objectives

- Develop some trails and trailheads so that trail travel is a recreation experience in itself, instead of simply a means of accessing a particular area or attraction.
- Locate and develop trails for recreational purposes meeting and promoting the designated ROS experience for that Forest Management Area.
- Seek opportunities to convert some of existing roads to trails during watershed and project-level planning.

- Give priority to "road-to-trail" conversions that:
  - Access existing or planned trail systems, particularly those on the current Regional Capital Investment Schedule (e.g., Cape Mountain Horse Trail).
  - Are part of larger planning efforts involving private and public partnerships (e.g., "Corvallis-To-The-Sea Trail").
  - Reflect: 1) a demonstrated public demand/need for a specific type of trail travel in a particular area, or 2) a need to reduce user pressure and/or conflicts.
  - Best fit Forest and user requirements, and their desires for trail challenge level, development standards, scenic attributes, and recreation facilities.
  - Can serve administrative and other purposes (fisheries enhancement, fire protection etc.) in addition to recreation.
- • Modify the ROS of an area to reflect existing recreation opportunities as access within the Forest becomes limited.

## **D. Economics**

People and communities who depend on Forest roads will be affected as access to many areas of the Forest becomes limited. Creative ways to reduce costs and maintain roads need to be developed.

### Goal

Provide transportation systems and access in an economically efficient manner.

### Objectives

- Prepare a cost/benefit analysis prior to each proposed project to help determine its value.
- Compare individual projects to Forest-wide, long-term transportation needs to ensure that they contribute to Forest goals.
- Develop innovative and efficient alternatives for transportation needs.
- Remain within funding constraints when planning and implementing transportation enhancement projects.
- Determine the full cost of each project alternative and use it as a decision criterion.

### Goal

Consider the transportation needs of local communities and businesses which may depend on the Forest transportation system for their economic livelihood.

Objectives

- Ask communities in or adjacent to the Forest to provide information on their present or projected use of Forest roads.
- Consider their needs and preferences in planning future projects.
- Promote sound rural development.
- Develop partnerships or cooperative agreements where appropriate.

Goal

Share the construction and maintenance costs of Forest transportation systems with the primary users, whenever reasonably possible.

Objectives

- Evaluate existing road use to determine if partnerships or cooperative agreements are appropriate for road maintenance.
- Reduce cost to government through commensurate share agreements.

## **E. Implementation**

Successful implementation of the Siuslaw National Forest A&TM Guide depends on many factors. The Siuslaw will implement the Guide by working cooperatively with regional and local governments, private businesses, and individuals. It will follow all applicable laws and Forest Service direction and policies, and use effective maintenance and management practices. Monitoring the effectiveness and impacts of the A&TM Guide will be ongoing, and changes to the Guide will reflect new or better information. Consistent application and enforcement of the A&TM Guide are also essential to its success.

## **F. Application and Review**

Goal

Apply the A&TM Guide consistently throughout the Forest.

Objectives

- Use uniform signs, gates or other entrance management methods according to Regional “Standards for Forest Service Signs & Posters” and MUTCD standards as they apply to roads subject to Highway Safety Act and otherwise open to public travel.
- Produce district maps that are consistent with Forest-wide maps in appearance and objectives.

- Include the reason(s) for restrictions and closures on all signs identifying road or trail restriction or closure.
- Continually review implementation of the A&TM Guide. Incorporate road use changes, new technologies and innovative management practices in revisions of the A&TM Guide.

## G. Maps, Brochures and Signs

### Goal

Make current, accurate and easy-to-read information readily available to Forest visitors.

### Objectives

- Produce a visitor map that highlights the **primary** and **secondary** travel routes and the Forest's access and travel management scheme with information on signs, restrictions, road and trail use policy, and all applicable addresses and phone numbers for further information.
- Provide a brochure between Forest Visitor Map revisions with information on signs, restrictions, road policy, and all applicable addresses and phone numbers.
- Continually update brochures to reflect changes in the road system, or to encourage changes in traffic patterns.
- Provide maps at low or no cost.
- Ensure that signs meet Regional and MUTCD standards and are maintained in good condition.

## V. ACCESS & TRAVEL MANAGEMENT DECISION GUIDES AND PROCESS

### A. Primary Roads & Selection Criteria

Primary roads will receive first priority for funds. These include Regional and subsequent Forest road maintenance allocations, Capital Investment Program funds, and forest highway emergency funds. Primary roads will be maintained at levels that safely accommodate low clearance vehicles (typically the passenger car).

Publics will be encouraged to use primary system roads for access into and through the Forest. **Except for some short primary roads that lead only to specific recreation sites**, these roads will coincide with the Regional Network, which will be shown on State highway and recreation maps.

Selection of Forest primary roads was based on the following criteria. The more criteria that apply to a single route, the greater its consideration as a primary road.

- (1) Roads that link with state and county roads, which connect high-use entry points or population centers and provide major access into and through the forest.
- (2) Among primary road alternatives, select the one that favors the greatest use of state and county road systems (these are usually double-lane roads and highways).
- (3) Roads that help provide the most extensive linkage to secondary networks.
- (4) Roads that are designated scenic routes or auto tours.
- (5) Roads that provide access to recreation areas, which contain a number of developed sites and facilities.

## **B. Secondary Road Selection Criteria**

This system is secondary to primary roads in overall resource access and traffic service levels. These routes make a direct single connection to management areas outside the reach of the primary system, and include the entire range of functional classifications (i.e. arterial, collector and local roads) and maintenance levels, from high-clearance vehicles to passenger car use. Some of these routes may resemble primary routes and function similarly but do not significantly meet primary road criteria. The secondary road system is fluid. Over the years, roads may come on and go off the system as determined by current needs and usage.

Selection of Forest secondary roads is based on the following criteria:

- (1) Roads that give the best access to management areas outside the proximity of the primary network, considering that these areas or project sites cannot be accessed by short-term, temporary roads, or by means other than highway vehicles.
- (2) Routes that extend primary forest roads as well as state and county roads, and give needed long-term access.
- (3) Long-term roads with only periodic or seasonal restrictions.
- (4) Roads that access developed sites, wilderness trailheads, multiple resource management areas, and special sites and facilities which require permanent vehicle access.
- (5) A single road selection from alternative routes to the same area, site or destination that will generate the least amount of negative resource impacts (An example is selecting a ridge-top road over one within a riparian zone that meets the same destination access needs).
- (6) Long-term roads that are supported by cooperative share-cost agreements or other partnerships and open to public travel.

### **C. Roads Other Than Primary or Secondary**

Roads not selected for the primary or secondary system may remain in use under the following conditions:

1. Roads that are needed only for short-term or intermittent access (e.g., project access). This includes roads under special use or road use permit.
2. Roads requiring only seasonal closures for resource protection reasons.
3. Roads not on the Forest Development Road system (see glossary: “non-system travelway”) but are being maintained open by user(s) to private lands.
4. Roads maintained open through various forms of partnerships where partners agree to an equitable share of the maintenance.

All other roads that have no significant risk to safety or environment will be stabilized (see glossary). These roads should allow for high clearance vehicle use while in a closure cycle, that is in the time it takes to grow closed. Cross-ditches and waterbars should be the primary method of roadbed stabilization.

Roads that pose an immediate threat to resources may require a physical barrier to eliminate traffic or be 'obliterated' (see glossary). Both road maintenance and obliteration plans will be based on resource protection needs identified in watershed analysis and the Forest Plan. These plans should prioritize roads to be closed, decommissioned, or considered for "roads-to-trails" opportunities as funds are available.

### **D. Entrance and Travel Management Strategy**

Given the general category of a road, its planned maintenance level and the desired traffic management strategy, the acceptable entrance and travelway treatments can be determined. The traveler approaching the entrance to any road should, by the road's appearances and signage, be able to determine whether he or she will be able to safely travel it.

Tables 1 and 2 outline the Entrance and Travelway Management Strategy Guide.

Table 1

## LOW-CLEARANCE VEHICLES

ENTRANCE AND TRAVELWAY MANAGEMENT STRATEGY GUIDE FOR ROADS INCLUDED UNDER HIGHWAY SAFETY ACT  
MAINTENANCE LEVELS 3-5

IDE

ROAD CATEGORY	TRAFFIC MANAGEMENT STRATEGY	MAINT. LEVEL	VISUAL APPEARANCE	SIGNING	ACCEPTABLE CLOSURE DEVICES				
					SIGN	GATE	EARTH MOUND	CAMOU-FLAGE	GUARD RAIL
PRIMARY	<b>ENCOURAGE</b> ALL HIGHWAY VEHICLES	3-5	BREAK EDGE STRIPING AT PAVED ROAD JUNCTIONS	STANDARD PRIMARY & SECONDARY ROUTE MARKERS DESTINATION/DIRECTIONAL SIGNS	NO	N/A	NO	NO	NO
	<b>ACCEPT</b> HIGHWAY VEHICLES	3	BREAK EDGE STRIPING AT PAVED ROAD JUNCTION	SAME AS ABOVE BUT FEWER DESTINATION SIGNS	NO	N/A	NO	NO	NO
	<b>DISCOURAGE</b>	N/A	(GENERALLY NOT APPLICABLE TO LEVELS 3-5. MAY BE USED ON LEVEL 3 ROADS UNDER SPECIAL CONDITIONS--E.G., DURING HEAVY COMMERCIAL TRAFFIC.)						
	<b>PROHIBIT</b>	3-5	CLOSURE VISIBLE FROM ENTRANCE	STANDARD PRIMARY & SECONDARY ROUTE MARKERS	REG SIGN W/ CFR ORDER	INTER-MITTENT SEASONAL	NO	NO	TEMP
SECONDARY	<b>ELIMINATE</b>	N/A	(GENERALLY NOT APPLICABLE TO LEVELS 3-5)						

NOTE:

Gates should be considered only when it is determined that no other method will work.

Gates are generally acceptable for the following reasons:

1. Closure for a specific period of time, i.e., seasonal.
2. Closure supports resource objective, as in the case of wildlife habitat protection.
3. Closure is for health and safety reasons or emergencies (fire prevention, etc.).

**Table 2**  
**HIGH-CLEARANCE VEHICLE**  
**ENTRANCE AND TRAVELWAY MANAGEMENT STRATEGY GUIDE**  
**MAINTENANCE LEVELS 1-2**

ROAD CATEGORY	TRAFFIC MANAGEMENT STRATEGY	MAINT. LEVEL	VISUAL APPEARANCE	SIGNING	ACCEPTABLE CLOSURE DEVICES				
					SIGN	GATE	EARTH MOUND	CAMOUFLAGING	GUARD RAIL
SECONDARY	<b>ACCEPT</b> HIGH-CLEARANCE	2	"ROUGH" MINIMUM CLEARING WIDTHS	VERTICAL NUMBER POST	NO	NO	N/A	N/A	N/A
	<b>DISCOURAGE</b> ALL HIGHWAY VEHICLES	2	CROSS DITCHES LOW BERMS VEGETATION GROWING IN	VERTICAL NUMBER POST MAY HAVE ADVISORY OR WARNING SIGN	NO	NO	N/A	N/A	N/A
CLOSED	<b>PROHIBIT</b> YEAR-ROUND	2 1	PHYSICAL BARRIER	VERTICAL NUMBER POST	REG SIGN W/ CFR ORDER	PERIODIC SEASONAL	YES -----	N/A -----	TEMP -----▶
	<b>ELIMINATE</b> "STORM-PROOF" ROAD	1	PHYSICAL BARRIER ENTRANCE GROWN IN	VERTICAL NUMBER POST	NO	NO	YES	YES	TEMP

**NOTE:** **ACCEPT:** Passenger cars are discouraged. Road better suited for use by pickups and other high-clearance vehicles. Vehicles with an under-carriage clearance greater than 6 inches are considered "high-clearance".

**PROHIBIT:** Regulatory sign posted. There should normally be a TRAVEL MANAGEMENT sign indicating road use restrictions and closure periods, restriction message, and acceptable uses. Reference EM-7100-15, Suppl R6-1, 9/92.  
 Use "eliminate" measures when enforcement is not feasible or intended.

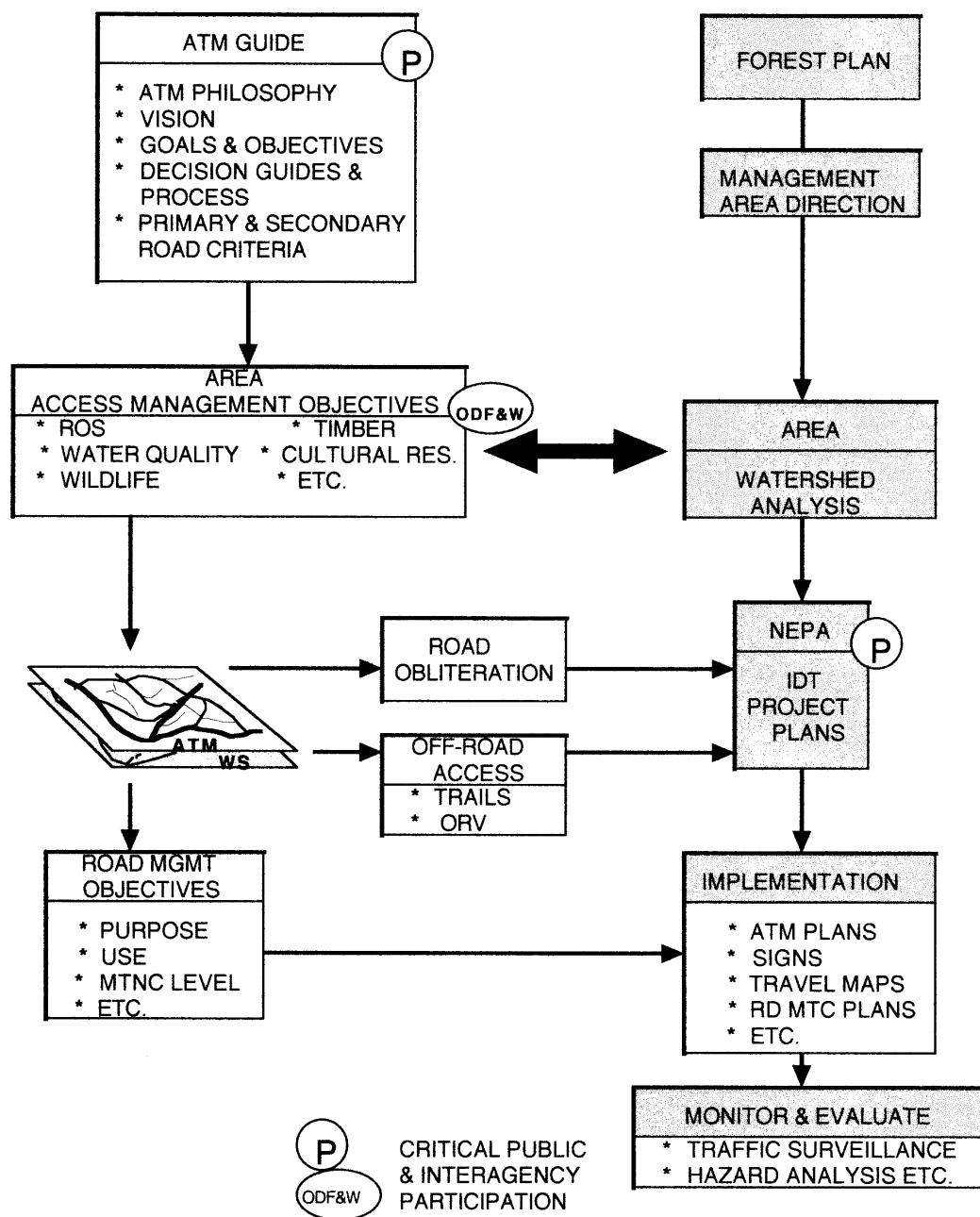
**ELIMINATE:** Strategy is to permanently remove vehicle traffic without a prohibition (regulated closure) to other uses. Entrance will be barricaded or otherwise obscured from vehicle entrance. Maintenance level is 1, requiring road stabilization work prior to entrance closure.

Road closure strategies are not to be confused with road elimination or "obliteration" (also called "decommission"). Roads closed still remain on the Forest Development Roads inventory in contrast to those Hydrologically obliterated. Roads obliterated should have entrances filled in, contoured and vegetated as much as practical.

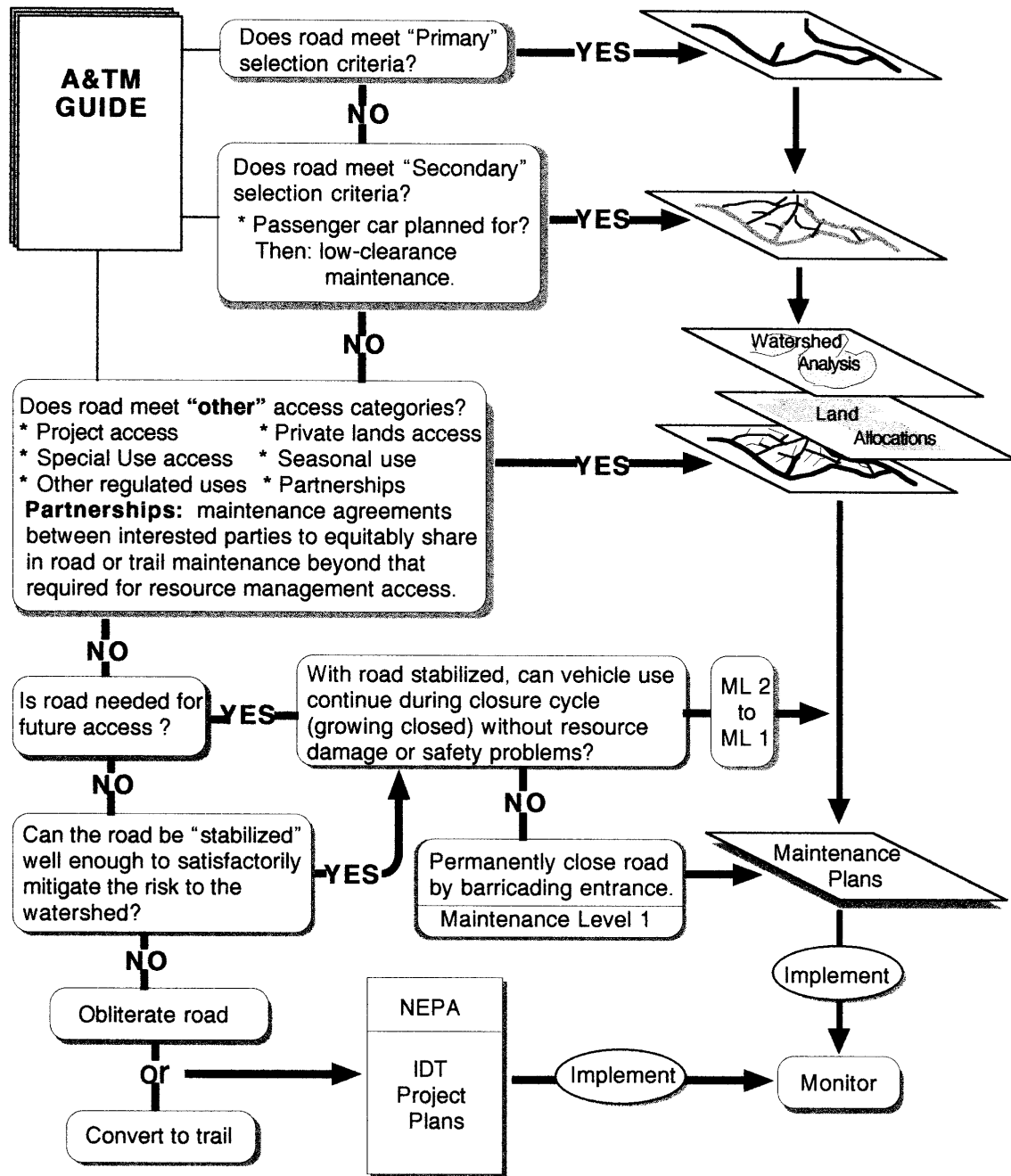
**ROUGH:** This is indicated by a warning sign, or an irregular travelway.  
 Obstacles that might be encountered include rutting, potholes, slide and debris encroachments, and shallow drain dips.

# ACCESS & TRAVEL MANAGEMENT GUIDE PROCESS

ATM GUIDE



# ROAD MANAGEMENT DECISION DIAGRAM (AN IDT PROCESS)



ATM/dm/10-30-94

## VI. GLOSSARY OF TERMS AND ACRONYMS

*Ed. Note: Some of these definitions have been revised since 1994 (see **Glossary**, page 39).*

**Access and Travel Management (A& TM)** - A design and implementation of objectives, strategies, prescriptions, and operation plans for providing access and travel opportunities in the forest. It is not new idea or process. A&TM considers and coordinates all resource needs, user groups, modes of travel, economic and legal issues, traffic and safety requirements, and agrees with both National and Regional policy using the Forest's A&TM Guide in conjunction with the Forest Land & Resource Management Plan as a guiding document. A&TM is dynamic, for it constantly responds to changing public, economic, land and resource management needs.

**All-Terrain Vehicle (ATV)** - A vehicle able to negotiate most lands of terrain through traction devices such as wide tracts, large low-pressure rubber tires, and/or four-wheel drive. (See ORV.)

**Arterial Roads** - Primary travel routes that provide service to a large land area. They usually connect with public highways, or other Forest Service arterial roads.

**Closed Travelway (Road)** - A road on which traffic has been excluded by natural blockage, barricade, regulation, or by obscuring the entrance. A closed travelway is still an operating facility on which traffic has been removed (year-long or seasonal) and remains on the Forest Development transportation system. Closed travelways have two general categories: regulated use and restricted use.

### Regulated Use (Gated Roads)

“Seasonally Open”: These roads are closed part of the year to publics with a gate, sign or other device for purposes of wildlife management, recreation use or other resource management reasons. While some may be maintained for passenger cars, most of these roads are maintained for high-clearance vehicle use. In those cases where resource management or access and travel plans have identified an administrative need, such as user conflicts, safety hazards, fire control or special use access, the road will still be maintained, but closed with a gate or other removable device. Prohibited use signs will be posted on these devices.

### Restricted Use

“Closing Naturally”: These roads serve no identified access need, and are not causing resource damage. Therefore, they do not require immediate closure with some sort of device. Closure will occur gradually. The road will first be stabilized; however, brush will not be cut or slumps and rockfall removed unless resource damage is occurring. The lack of maintenance will eventually result in the road becoming impassible to motor vehicles.

“Closed With A Device”: These roads are closed to publics year-round, but will remain on the road system for potential use in the future. In those cases where resource management or access and travel plans have not identified an

administrative traffic need, the road is dosed to all traffic, public and administrative, and access is controlled by permanent devices or a natural barricade. These roads will also be stabilized.

**Code of Federal Regulations (CFR)** - Contains traffic management and traffic engineering requirements that the Forest Service must follow in the management and operation of national forest roads. (See 'Regulated Use').

**Collector Roads** - Roads that serve small land areas and usually connect with National Forest arterial roads or public highways. They collect traffic from local roads and terminal facilities.

**Cultural Resource** - Any definite location of past human activity identifiable through field survey, historical documentation or oral evidence. This includes archaeological and architectural sites or structures, and places of traditional cultural or religious importance to specified groups whether or not represented by physical remains.

**Decommission** - (See 'Obliteration')

**Developed Recreation** - Recreation that requires facilities, resulting in concentrated use of an area. An example of a developed recreation site is a campground. Facilities might include roads, parking lots, picnic tables, toilets, drinking water, and buildings.

**Drainage** - In this document, drainage refers to a culvert, which is a conduit or passageway under a road, trail or other facility.

**Dispersed Recreation** - A general term referring to recreation use outside developed recreation sites. This includes activities such as scenic driving, hiking, bicycling, backpacking, hunting, fishing, snowmobiling, horseback riding, cross-country skiing, and recreation in primitive environments.

**District** - (Ranger District). A geographic administrative subunit of the Forest. Districts are Hebo, Waldport, Alsea, Mapleton and Oregon Dunes NRA.

**Ecosystem** - A complete, interacting system of organisms considered together with their environment--e.g., a marsh, a segment of a stream, or a lake.

**Ecosystem Management** - Using an ecological approach to achieve the multiple-use management of National Forests and Grasslands by blending the needs of people and environmental values in such a way that National Forests and Grasslands represent diverse, healthy, productive, and sustainable ecosystems.

**Environmental Assessment (EA)** - A systematic analysis of site-specific activities used to determine whether such activities have a significant effect on the quality of the human environment and whether a formal environmental impact statement is required; and to aid an agency's compliance with the National Environmental Policy Act when no environmental impact statement is necessary.

**Federal Highway Administration (FHWA)** - The federal public road authority responsible for federal highways to be open to public travel and commerce.

**Forest Ecosystem Management Assessment Team (FEMAT)** - A team that developed a report titled "Forest Ecosystem: An Ecological, Economic and Social Assessment" commonly referred to as "the FEMAT Report." The FEMAT is Appendix A of the Final Environmental Impact Statement (FEIS), on Management for Late-Successional and Old-Growth Forest Related Species Within the Range of the Northern Spotted Owl.

**Forage** - All browse and non-woody plants harvested for feed or available to livestock or wildlife for grazing.

**Forest Plan** - The Siuslaw's Land and Resource Management Plan which "...provide(s) for multiple use and sustained yield of goods and services from the National forest system in a way that maximizes long-term net public benefits in an environmentally sound manner."

**Forest Development Road** - See 'Roads'.

**Forest Service Manual (FSM)** - A manual that provides a unified system for issuing, storing, and retrieving all continuing direction that governs Forest Service programs and activities. The manual sets forth legal authorities, management objectives, policies, responsibilities, delegations, standards, procedures and other instructions that are continuing and that apply to or are needed by more than one unit.

**Guideline** - A policy statement that is not a mandatory requirement (as opposed to a standard, which is mandatory.)

**Highway Safety Act of 1966 (P.L. 89-564)** - Directs states and participating agencies to identify and survey accident locations; to design, construct, and maintain roads in accordance with safety standards; to apply sound traffic control principles and standards; and promote pedestrian safety. This Act applies to forest roads that have operation and maintenance levels of "3" to "5" (roads suitable for passenger cars).

**Hydrologic** - Describing quantity, quality and timing of water yield.

**Inholding** - Land belonging to one landowner that exists within a block of land belonging to another. For example, small parcels of private land exist within national forest boundaries.

**Interdisciplinary Team (IDT)** - A group of individuals with varying areas of specialty assembled to solve a problem or perform a task. The team is assembled out of recognition that no one scientific discipline is sufficiently broad enough to adequately analyze the problem and propose action.

**Key Watershed** - A watershed containing (1) habitat for potentially threatened species or stocks of anadromous salmonids or other potentially threatened fish, or (2) greater than six square miles with high-quality water and fish habitat.

**Landing** - Any place on or adjacent to a logging site where logs are assembled for further transport.

**Long Term** - In context of these guidelines, 10 years and beyond.

**Monitoring** - The process of collecting information to evaluate if objective and anticipated or assumed results of a management plan are being realized or if implementation is proceeding as planned.

**Maintenance Levels** - Defines the level of service provided by, and maintenance required for, a specific road, consistent with road management objectives and maintenance criteria:

Maintenance Level 1 - Assigned to intermittent service roads during the time they are closed to vehicular traffic. The closure period is one year or longer. Basic custodial maintenance is performed.

Maintenance Level 2 - Assigned to roads open for use by high clearance vehicles. Passenger car traffic is not a consideration.

Maintenance Level 3 - Assigned to roads open and maintained for travel by a prudent driver in a standard passenger car. User comfort and convenience are not considered priorities.

Maintenance Level 4 - Assigned to roads that provide a moderate degree of user comfort and convenience at moderate travel speeds.

Maintenance Level 5 - Assigned to roads that provide a high degree of user comfort and convenience. Normally, roads are double-laned and paved, or aggregate surfaced with dust abatement.

**Management Area** - For purposes of this guide are geographic areas designated or described by certain resource and land allocations contained in current Forest Plan and subsequent area or landscape plans.

**Manual on Uniform Traffic Control Devices (MUTCD)** - For streets and highways as approved by the Federal Highway Administration as the National Standard in accordance Title 23, U.S. Code. These standards usually apply to roads subject to the Highway Safety Act, Maintenance levels 3-5.

**National Environmental Policy Act (NEPA) of 1969** - An Act to declare a National policy which will encourage productive and enjoyable harmony between humankind and the environment, to promote efforts which will prevent or eliminate: damage to the environment and biosphere and stimulate the health and welfare of humanity, to enrich the understanding of the ecological systems and natural resources important to the nation, and to establish a Council on Environmental Quality. (The Principal Laws Relating to Forest Service Activities, Agriculture Handbook No. 453, USD, Forest Service, 359 pp.)

**National Forest Management Act (NFMA)** - A law passed in 1976 as an amendment to the Forest and Rangeland Renewable Resources Planning Act, requiring the preparation of forest plans and the preparation of regulations to guide that development.

**Obliterated Road** - A road where the entrance is obscured and the wheel tracks or pathway is no longer continuous and suitable for travel. It includes travelways obliterated by natural processes such as revegetation and those for which the road

drainage is not in need of further attention. An obliterated travelway has been returned to the resource management purposes outlined for that area in the Siuslaw Forest Plan.

**Obliteration (Decommission)** - To remove those elements of a road that reroute hillslope drainage and present slope stability hazards. The intention is not full restoration of ground contours, but to minimize disruption of natural, hydrologic flow paths, including diversion of stream flow and interception of surface and subsurface flow. 'Obliteration!' is not a road maintenance technique; it removes a road from the road system. Obliteration involves:

- Closing entrances - preferably using full-restoration techniques to obscure.
- Scarifying road surfaces, or decompacting (subsoiling) to establish vegetation and reduce run-off.
- Seeding to control erosion and in some cases provide forage.
- Partial to full restoration of stream channel by removing culverts and fills.\
- Waterbarring and cross-ditching of roadbed.
- Removing unstable portion of embankments.

**Off-Road Vehicle (ORV)** - Any motorized track or wheeled vehicle designed for cross-country travel over natural terrain (e.g., motorcycles, all-terrain vehicles, four-wheeled drive vehicles, and snowmobiles). (See ATV)

**Partnership** - In the context of these guidelines, partnerships are those alliances between individuals, groups and/or government that enable road and trail maintenance or monitoring activities beyond that required for resource management access alone. Partnerships (1) foster good stewardship within the land management plan (2) are not exclusive but serve the user public at large, and (3) benefit all parties involved.

**President's Forest Plan** - Option 9 of FEMAT. Alternative 9 and the preferred alternative of the DSEIS. Sometimes referred to as the Forest Plan, (not to be confused with the National Forest Management Act of 1976 (NFMA) definition of a Forest Plan.)

**Project** - An organized effort to achieve an objective, identified by location, activities, outputs, effects, and time period and responsibilities for execution.

**Public Involvement** - A Forest Service process designed to broaden the information base upon which agency decisions are made by (1) informing the public about Forest Service activities, plans and decisions, and (2) encouraging public understanding about and participation in the planning processes leading to final decision making.

**Recreation Opportunity Spectrum (ROS)** - Land delineations that identify a variety of recreation experience opportunities. They are categorized into six classes: Primitive, Semiprimitive Nonmotorized, Semiprimitive Motorized, Roaded Natural, Rural, and Urban.

**Regional Network** - A system of Forest Development roads considered significant for providing access and travel within the Pacific Northwest Region of the Forest Service.

The primary criteria for these roads is that publics will be encouraged to use them for access to national forest lands and they will be shown on state highway maps.

**Regulated Use** - Regulated use is the active form of facility management using regulations and appropriate enforcement to secure and ensure user compliance with management direction. (e.g., Gate closures prohibiting designated use by legal order, 36 CFR 261)

**Restricted Use** - Restricted use is a passive form of facility management relying on (1) voluntary user compliance with signs provided at or on the facility, or (2) commercial user compliance with contractual requirements outlined therein.

**Riparian Area** - A geographic area containing an aquatic ecosystem and adjacent upland areas that directly affect it. This includes floodplains, woodlands, and all areas within a specified distance from the normal line of high water of a stream channel or from the shoreline of a standing body of water.

**Road** - A general term denoting a facility for purposes of travel by vehicles greater than 50 inches in width. Includes only the area occupied by the road surface and cut and fill slopes (FSM 2355.05). Types of roads include:

**Forest Road** - A road wholly or partly within, or adjacent to, and serving the national forest system and which is necessary to protect, administer, and use the national forest system and its resources (23 USC 660.103).

**Forest Development Road** - A forest road under the jurisdiction of the Forest Service (FSM 7705).

**Forest Highway** - A forest road that is open to public travel, and which is under the jurisdiction of and maintained by a public road authority. The Forest Service is not a public road authority ( 23 USC 660.105).

**Temporary Road** - Roads associated with such uses as timber sale contracts, land and minerals needs or special use permits. These roads are not intended to be a part of the forest development transportation system and not necessary for future resource management (FSM 7705).

**Non-System Travelway** - A road within the National forest system that is not necessary to protect, administer, or, use the national forest system or its resources. (An example might be a permanent road to access private inholdings.) This can also include trails.

**Roadless Area** - Area identified during the Roadless Area Review and Evaluation process (RARE II) which have no roads and are at least 5,000 acres in size.

**Road Management Objective (RMO)** - Defines purpose, use, operational and maintenance level of road based on resource management and access and travel management objectives.

**Road Upgrading** - Includes erosion controls and prevention work on roads to remain open.

**Short Term** - In context of these guidelines, less than 10 years.

**Stabilization** - A process to slope, dip and waterbar travelways to reduce run-off concentrations and alleviate risk of erosion and landslides, should designed drainage structures fail to cant' storm event. This also includes grass seeding slopes. Unstable fill embankments that exceed the required travelway may be partially or fully removed.

**Stormproofing** - See Stabiilization.

**Threatened Species** - Those plants or animal species likely to become endangered throughout all or a significant portion of their range within the foreseeable future.

**Traffic Management Strategy** - Please see Tables 1 & 2.

**Travelway** - A way for passage of vehicles, conveyances, persons, or domestic livestock (stock driveways & horse trails), developed by construction or use.

**Watershed** - The drainage basin contributing water, organic matter, dissolved nutrients and sediments to a stream or lake.

**Watershed Analysis (WA)** - Identifies key processes, functions and conditions within a watershed and describes past and current conditions and trends. This is an analytical process, which creates a tool to help identify and prioritize actions that implement Forest plans. Watershed analysis is ecosystem analysis at the watershed scale.

**Water Barring** - Berm or ditch and beret combination that cuts across roads (and trails) at an angle so that all surface water running on the road and in the road ditch is intercepted and deposited over the outside edge of the road. These normally allow high clearance vehicles to pass.

**Watershed Restoration** - Improving current conditions of watersheds to restore degraded fish habitat and provide long-term protection to aquatic and riparian resources.

**Viewshed** - The landscape that can be directly seen from a viewpoint along a transportation corridor.

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  19. 'Siuslaw National Forest Outdoor Recreation Mission Objectives, Management Direction and Action Items 1992"
  20. 'Watershed Protection and Restoration in the Mid-Oregon Coast Range", Siuslaw National Forest, 8/18/93 revision
  21. Design Guide For Accessible Outdoor Recreation", Interim Draft for Review, R-6, February 1992
  22. "Standards for Forest Service Signs and Posters", EM-7700-15, Supplement R 6-1, September 1992
- Correct: Exhibit 12-16 R6 9/92 to show "Road Restriction Sign" (11.4.4) as shown on pages 12-4 R-6 9/92, 12-7 R-6 9/92, and 11-17 R-6 9/92

*Editor's Note:*

Appendix 1 (ATM road network) from the 1994 Siuslaw ATM Guide is not included in this document. Updated Tables and Maps of the Key Forest Roads (formerly ATM roads) can be found in Appendix C.

## **APPENDIX 2 – ATM Guide**

### **ATM Public Involvement Synopsis**

#### **June 1993 - June 1994**

September 1992	Distributed a fact sheet and news release stating that the Siuslaw would have fewer roads for passenger cards.
June 1993	Acquired names for ATM mailing list by compiling district mailing lists & asking for other names of people or businesses who might have a Forest travel concern.
July, 1993	Sent letter and fact sheet regarding the ATM guide to mailing list. Packet included a response card and invited people to ATM workshops. Fact sheet included proposed criteria for primary & secondary roads and information on the ATM guide, saying that current budgets allow for maintenance of about 1000 miles of road.
July, 1993	Distributed news release explaining that the Forest was developing an ATM guide and asking for interested people to contact the district. New names were added to the mailing list. The news release also invited people to upcoming ATM workshops.
August 1993	Held three ATM workshops which detailed the primary road system and asked for input to determine criteria for the secondary road system. Also recorded general ATM concerns at these meetings. In total, about 70 people attended these workshops held in Corvallis, Florence and Lincoln City.
October, 1993	Compiled concerns heard from ATM workshops, letters, phone calls and response cards. Sent these concerns to ATM mailing list with a letter stating these are the concerns as we've heard them. Letter included a response form for people to express additional concerns.
October-January	During this time the ATM team considered public input, rewrote the secondary road criteria and worked with districts to propose a secondary road system.

**ATM Public Involvement Synopsis (continued)**

February, 1994	The Special Forest Products team identified roads as one of the main concerns of their publics. They sent out a mailing to all permit holders with a comment sheet. The ATM team received copies of all letters that addressed roads and included these people on the mailing list.
February, 1994	Fact sheet developed that outlined the new secondary road criteria and introduced watershed restoration, stating that information contained in the ATM guide will be considered during the watershed assessment process. The fact sheet was distributed informally through contacts.
March, 1994	Fact sheet developed. that spoke to-an ATM. map being developed. This fact sheet introduced a new concept: high and low clearance secondary roads. It also outlined the management tools that would be used for roads not on the primary or secondary systems. This fact sheet was distributed informally through contacts.
March, 1994	ATM Map developed. In addition, another reiteration of the fact sheet was developed that explained the map in more detail. It also spoke to future public involvement plans stating, "the proposed secondary system will be used as part of the information to be included in watershed analyses across the Forest. ... If watershed analysis identified a need to change the existing road system, additional public participation will occur."
March, 1994	Special forest products open houses occurred in Florence, Corvallis & Lincoln City. ATM was a part of these meetings, which reached about 30 people.
March, 1994	Developed a response to comments sheet that addressed all the major comments heard to this point.
April, 1994	Sent letter, ATM Map, response to comment document, new fact sheet & another comment form to entire ATM mailing list (about 360 people). Letter asked people to focus on specific road concerns.
April-May, 1994	Received comment forms back. Identified appropriate people to make contacts with key people on list and with everyone who returned the most recent comment form.
May-June, 1994	Phone calls made. Field tours occurred. Dan Mummey has also spoken to the following groups: Oregon Hunters Association, Siuslaw Timber Operators.

## PUBLIC INPUT ACCESS & TRAVEL MANAGEMENT RESPONSES TO COMMENTS

During Summer and Fall of 1993, the Siuslaw National Forest asked interested people to comment on new direction for managing the Forest's road and trail systems. Comments came in the form of letters, phone calls, letters to the editor and participation in public meetings. In November, the Forest summarized all these comments, and sent them to all who expressed an interest, asking if this synopsis accurately represented the wide array of concerns.

The following is a response to those summarized concerns and others that have surfaced since the last formal communication with interested people. *(NOTE Because it is difficult to address every comment in this format, the following represents the most common comments. Many individual comments have been addressed through personal letters and phone calls.)*

### FIRE ACCESS

**Concern:** A reduced road system would impair fire protection efforts both on National Forest land and adjacent private lands.

**Response:** Since 1975, the Siuslaw National Forest has averaged 11 fires, burning about 35 acres a year. Humans caused about 95 percent of those fires, meaning that, on the Siuslaw, most fires occur in accessible areas. Therefore reduced access to the forest may reduce the number of fires. In addition, many roads that do not fall within the primary or secondary road system will have drivable ditches, called waterbars, making them accessible for fire fighting purposes. Other methods of fighting fires such as using airplanes and helicopters help ensure adequate access to Forest and private lands.

### OTHER ACCESS

**Concern:** Having fewer roads will restrict access to private lands.

**Response:** The ATM guide recognizes the need to allow access to private lands. In most cases this will be done through partnerships or agreements with private landowners. Also Forest roads maintained for administrative purposes will provide access to some private lands. If you know of an instance where all access is blocked to private lands, please contact the Forest.

**Concern:** Less roads means shutting off access to certain groups like the disabled or elderly. These people will not be able to walk into areas like others will.

**Response:** The primary and secondary road system will continue to provide a variety of recreational experiences for Forest travelers including views along ridgetops and riversides. In addition, the Forest has about 20 recreation sites, including some trails, that have been specially designed for disabled access. Future recreational projects will continue to have a strong emphasis on accessibility.

**ATM Responses---Page 2**

- Concern:** Only elite groups that can afford other means of transportation like horses, bikes and trucks will be able to access the forest.
- Response:** The total primary and secondary road system equals about 700 miles. Including state and county roads, travelers have about 1400 miles of road to get them into and through the Forest, most of which are open to passenger cars. This should provide adequate access into the Forest for most people.
- Concern:** People must purchase permits to gather special forest products, but fewer roads will dose off access to areas where this gathering occurs.
- Response:** The Forest would like to form partnerships with people on a case by case basis who have specific access needs such as gathering special forest products. Please see the response under 'partnerships' for more information. The Forest envisions that road access will be identified in future special forest products permits.
- Concern:** Fewer roads will keep hunters from accessing certain areas. Other hunters support the idea of fewer roads to enhance the hunting experience.
- Response:** The primary and secondary road system under the ATM guide will provide a variety of hunting experiences. Although the guide doesn't guarantee that favorite hunting areas will be fully roaded, it does maintain access to large blocks of land. In addition, many roads will be stabilized, then may be allowed grow dosed naturally or remain open through use.

**TRAILS**

- Concern:** Many people would like to see roads converted into trails.
- Response:** According to the ATM guide, priority for "roads-to-trails" conversions will be given to:
- those that access existing or planned trail systems,
  - those that are part of a larger planning effort involving private and public partnerships,
  - those that reflect either a demonstrated public demand or need, or a need to reduce user pressure or conflicts,
  - those that can serve administrative and other purposes in addition to recreation.

**WATERBARS**

- Concern:** Too many roads are being waterbarred. They're unnecessary, costly and make roads undrivable.

**ATM Responses---Page 3**

**Response:** The constant and heavy rainfall in the Coast Range means that some sort of maintenance -will have to occur on all roads to help prevent erosion and roads from washing out. For most roads that will not receive regular maintenance (roads off the primary and secondary systems), the Forest has decided to use waterbars. This ditch in the road essentially allows water to pass off the road, reducing sedimentation. The cost is minimal and waterbars can be easily filled if the road is placed on the secondary system. The Forest intends to build -waterbars so that trucks can drive safely over them.

**OBLITERATION/CLOSING ROADS**

**Concern:** "Obliterating" roads is costly. Some wanted to see the technique discontinued, others wanted to make sure that correct and effective methods be used.

**Response:** While the Forest plans to use obliteration as a tool, it is not the fate of all roads that don't make it on the primary or secondary system. Those roads that require major stabilization efforts to keep them from damaging other resources may be obliterated. In addition, the roadbed generally will not be completely removed. Instead the Forest will focus on "hydrologic obliteration", removing culverts and fills. Because road obliteration indicates a major change to the landscape, an environmental analysis will preface any decision to obliterate.

**Concern:** What do you mean by "closure?" What are the different levels of closure?

**Response:** See the enclosed tables, which explain the closure strategy.

**WILDLIFE**

**Concern:** Before making decisions on roads, the Forest should nn-, the potential of the wildlife resource and how roads affect that resource.

**Response:** The Forest will abide by all laws including the National Forest Management Act and the Endangered Species Act. In addition, the guide states that the Forest will consider wildlife habitat capability in all road management decisions.

**ATM Responses---Page 4****PARTNERSHIPS**

**Concern:** How can people form partnerships to maintain access on certain roads?

**Response:** The Forest would like to form partnerships with people who have access needs that aren't met through the primary and secondary systems. Before forming a partnership, the Forest would consider such points as whether the area actually requires vehicle access and how keeping the road on the secondary system affects Forest resource concerns. In addition, the Forest and partners would come to an agreement about how the road would be maintained and to -That level. If you're interested in forming a partnership, please contact the appropriate Ranger District.

**INTERAGENCY COOPERATION**

**Concern:** Make sure that maps between agencies (BLM, State, public utilities and counties) look the same.

**Response:** The Forest will, work with the BLM, State and counties concerning road decisions. Maps of the proposed secondary road system will be sent to each of these agencies.

**RECREATION**

**Concern:** **Recreation will concentrate around the primary road system.**

**Response:** Most recreation opportunities will be found off state and county roads (around 700 miles), primary roads (about 200 miles) and the secondary roads that are available to people who drive any sort of vehicle (about 150 miles).

**SPECIFIC ROADS**

**Concern:** Several people expressed interest in keeping certain roads open.

**Response:** Districts considered these concerns when making their first determinations about the secondary road system. Please look over the enclosed map; if you still have a concern about a specific road, please contact the appropriate district. Final determinations about roads will be made after receiving input about the enclosed secondary system.

## ATM Responses---Page 5

### EFFECTIVE MANAGEMENT

**Concern:** The Forest Service is losing an existing investment. People paid for the roads through taxes so they should be kept open.

**Response:** Timber harvesting was the primary purpose for creating the existing road system, most of which was paid for by timber receipts. Today very little timber harvesting is occurring on the Forest, which reduces the need for existing roads. The ATM guide examines the purpose for existing roads and will help the Forest make road management decisions.

**Concern:** Future maintenance costs should be a consideration.

**Response:** The Forest proposed the current system based on the long-term needs of roads (the next 10 years). If needed, roads can come off and go on to the secondary road system. If it appears that a road currently off the system will be needed in the future, the Forest can keep the road in a state that makes it cost effective to "re-enter" when needed. Fully maintaining a mile of road over a 10-year period costs more than stabilizing it once.

**Concern:** Roads need to be managed in a way that complies with existing laws, plans and regulations.

**Response:** Forest road management will comply with all existing laws and regulations. The changes in the Siuslaw National Forest's road system are in response to increased understanding of sound stewardship of the resources, to comply with existing laws and regulations, and in response to changes in land management policies and plans.